DOCUMENT RESUME

ED 114 663 CE 005 544

TITLE	National Conference on Cooperative Education (Washington, D.C., April 3-5, 1973).
INSTITUTION	Bureau of Occupational and Adult Education (DHEW/OE), Washington, D.C. Div. of Vocational and Technical Education.
PUB DATE	5 Apr 73
NOTE	66p.
EDRS PRICE	MF-$0.76 HC-$3.32 Plus Postage
DESCRIPTORS	Apprenticeships; *Career Education; Community Cooperation; Community Involvement; Community Resources; *Conference Reports; *Cooperative Education; Cooperative Programs; Educational Improvement; Employment Potential; Interinstitutional Cooperation; Rural Urban Differences; *School Industry Relationship; *Vocational Education

ABSTRACT

The three-day conference focused on giving clearer direction and visibility to community resources utilization in preparing persons for employment. It sought to clarify the scope of cooperative education as a plan for delivering occupational skills and to examine selected issues which would serve to stimulate expansion, improve practices, and cooperative relationships among educators, employers, and organized labor. The 148 conference participants included State Department and university personnel, local educators, union officials, employers, representatives from national organizations, and other federal agencies from 45 states, the District of Columbia, and Trust Territories. Background papers include Education in a Changing Society (C.H. Madden), A Prospectus for Cooperative Vocational Education (W.F. Pierce), and Critical Issues in Cooperative Vocational Education (P.M. Worthington). Different viewpoints from the areas of business (J.A. Pinkston), labor (J.C. Turner), and education (P.W. Briggs, R.L. Bennett, and E.C. Roberts) are presented. Seven issues dealing with cooperative vocational education were the topics of group reports: role expectations in career education, expansion of cooperative education in career/job preparatory curriculums, relationship to apprenticeship training, liability considerations, participation of students under age 16, rural and urban considerations, and employer participation. J.K. Coster's evaluation of the conference concludes the document. (Author/EC)

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REPORT

NATIONAL CONFERENCE ON COOPERATIVE EDUCATION

WASHINGTON, D.C.

APRIL 3-5, 1973

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
U. S. Office of Education
Bureau of Occupational and Adult Education
Division of Vocational and Technical Education
Washington, D.C. 20202

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American Vocational Association
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FOREWORD

Cooperative education along with other forms of "work education" continues to receive priority in the Office of Education as a viable procedural alternative within the framework of both vocational education and career education. The feasibility of expanding all forms of work education in order to meet career development objectives is central to many of the initiatives taken by the Office of Education.

It was therefore timely for the Division of Vocational and Technical Education to give priority to the further development of cooperative education by holding a national meeting to give clearer direction and visibility to the utilization of community resources in preparing persons for employment.

The theme selected for the conference, "Expansion Through Involvement," highlighted the primary concern in giving expression to the concept of partnership between education and industry in the affairs of educating people for effective membership in the labor force. This partnership may be described as involving those who direct instruction in the schools, those who provide learning laboratories in the employing community and those who influence placement opportunities, primarily by the labor union community.

The conference, which was held in Washington, D.C., April 3-5, 1973, sought to clarify the scope of cooperative education as a plan for delivering occupational skills and to examine selected issues which upon reflection and resolution would serve to stimulate expansion, improved practices and cooperative relationships among educators, employers and organized labor.

The 148 conferees represented the desired blend of State department and university personnel, local educators, union officials, employers, and representatives from national organizations, the Office of Education and other Federal agencies. They came from 45 States, the District of Columbia, and Trust Territories. The participant roster will be available upon request from the Office of Education, Division of Vocational and Technical Education, for a reasonable period of time.

The program was designed to encourage contributions and reactions from all participants either through the presentation of position papers or the development of group reports. It is therefore appropriate to acknowledge that the opinions and recommendations contained in this report do not necessarily reflect the position or policy of the Office of Education.

It is hoped that this report of proceedings mirrors the positive tenor of the meeting and will be useful to many client groups in advancing cooperative vocational education throughout the nation.

January 1974

Orieanna C. Syphax
Acting Director
Division of Vocational and
Technical Education

EDUCATION IN A CHANGING SOCIETY

Dr. Carl H. Madden
Chief Economist
Chamber of Commerce of the United States
Washington, D.C.

It is entirely too seldom that representatives of education, business, and labor have an opportunity to get together to discuss matters of mutal concern--and surely few subjects could be more important than the one before us today, or of more personal interest to me.

It occurs to me that, in addition to our mutal interest in cooperative education, those of us in business, education, and labor share the common experience of having been the target of extensive public criticism during the past few years.

The polls "quantify" the extent of public disenchantment. A survey by Louis Harris last November indicates that the number of persons with a "great deal of confidence" in business has dropped more than 50 percent since 1966. Confidence in education declined about the same amount. Labor fared better. It slipped only 33 percent--about the same as for religion. Those of us in education and business do not share such lofty company--we are in the same camp with Congress, which also dropped about 50 percent. But our friends in labor lost more ground earlier, so we're all pretty much in the same, unenviable spot. And that we have lots of company doesn't help much. Aside from the merits of certain criticisms a major reason business--and other institutions--have declined in public confidence is that society has changed the rules.

Consider the results of another survey. This one also by Harris last February. It indicates the public believes business should give special leadership to such broad social areas as:

-- Raising living standards around the world.
-- Controlling crime.
-- Eliminating religious persecution.
-- Controlling population growth.

In his article accompanying the survey, Louis Harris observed:

> Americans would like to see business leadership take a much more active role in helping to solve the major problems besetting the country. It is really for "errors of omission" that the public is critical of business these days. And these aspirations for business are directed every bit as much toward humanistic goals, such as "raising moral standards," or "raising living standards

around the world," or "enabling people to use their talents creatively," as they are toward improving the quality of goods and services turned out by business.

This thought was echoed recently by the Chairman of the Board of Prudential Insurance when he asked: What's the sense if economic growth also results in an ever-worse imbalance between affluence and poverty, polluted air and water, dying cities, depletion of natural resources, and a massive, growing pile of junk? This viewpoint by a prominent business personality would have been heretical a mere ten years ago. New rules are now in force. Business confronts still greater problems if it does not recognize them and adapt its policies accordingly.

You may wonder what all this has to do with education. Just this: The rules have obviously been changed for education just as they have for business, the military, government, labor, the church and all other institutions. And just as business has been slow to change, so has education.

Let's consider a major demand that has emerged in the past few years. This is the demand that our schools educate all our students. You say that his isn't new? That this has been the mandate of our schools all along? Perhaps it was an implied obligation our public school system, but there seems to me ample evidence that society did not expect--or cared little--if the schools fell short of this accomplishment. How else do we account for the great concern today about dropouts and underachievers? We hear repeatedly that 900,000 students drop out of school every year. This is deplored--and it should be! But ignored is the fact that nearly the same number were dropping out 20 years ago--and years before that and years following. Since school enrollments rose all during the 50's and 60's, the dropout rate actually declined--from 41 percent in 1950 to 32 percent in 1971.

Then why the clamor today about dropouts? Why aren't schools, instead, being applauded for doing a much better job? The answer--as you must know better than I--is that standards have changed. A school performance that is judged by many as a failure today was judged as quite satisfactory or ignored 20 years ago. We were then much less concerned about dropouts and underachievers for two reasons. First, there were many more low-level jobs to fill, and the functional illiterate was considered "better" qualified than the high-school graduate to fill them. Second, and equally important, blacks and other minorities had not yet begun actively seeking full equality of opportunity. But since the early 60's they have not been content with second-class jobs and the second-class citizenship that go with them.

Suddenly there was the demand that our schools educate not merely the majority, but everyone, and our educational system had no precendent for this task.

A common expression today is that "education must ease the transition from school to work"--an assertion that many find disquieting. Some persons--including many parents--treat the acquisition of skills and the acquisition of a liberal education as mutually exclusive. They fail to see that both are needed and that both should be provided by our educational system. It seems odd that it is quite acceptable for a prestigious school such as M.I.T. to train students in specific, employable skills, while a local high school may lose status if it offers training having direct utility in the labor market. Consequently, in addition to the 900,000 dropouts, another 750,000 complete the high school general curriculum. Most are poorly prepared either for more education or for work. Another 850,000 enter college but do not earn a degree.

These three groups--the dropouts, the general curriculum graduates, and those who depart college before completing requirements for a degree--total about 2.5 million young people each year. But there are only about 5 million unskilled jobs. When new entrants to the labor force equal half this number in a single year, the supply of workers with no specific skills far exceeds demand. Many will get in a training program of some kind, or pick up the skills needed on the job, and become productive, successful members of society. But many others will even eventually end up--as they have in the past--on welfare or in prison at worst; or remain in dead-end low-pay jobs at best. Dr. Marland described this situation most graphically when he said, "For them, there will literally be no room at the bottom."

I sympathize with the taxpayers, but my concern, of course, is primarily with the students. It is a shock to learn after many years of formal education that so many have not acquired a single, salable skill! And this is what we must do if we are ever to bring unemployment among our young people down to an acceptable level--to equip them with useful skills. We cannot rely on broad, national economic policies to put them to work.

Unemployment for 16-19 year olds has never dropped below 11 percent in the past 20 years. It is estimated that if aggregate demand were stimulated to reduce unemployment for married males to as low as 1.5 percent--reached only once in the past 30 years--unemployment for these young people would still be more than 10 percent. And we should not even attempt to achieve this level of unemployment for youth through what economists call "macro" economic policies because such an effort would accelerate inflation. This, in turn, would impose

hardship on all wage earners and salaried people--and especially on retired persons with a fixed income. It would also impair our ability to compete in foreign markets. As our sales to these markets declined, some of our workers would be left jobless--illustrating the self-defeating nature of bringing youth unemployment down to an acceptable level primarily through monetary and fiscal policies.

This means we must raise the employability of young workers by raising their skill level and their knowledge of the types of jobs that are available. Surely we can improve on the random, trial and error method by which the bulk of our young peole enter the world of work--an experience marked by long periods of dissatisfaction with initial jobs by periods of work mixed with periods of unemployment, and by loose attachment of the worker for his employer and the employer for his worker.

We greatly need a system for guiding a person from school to work. And this system, of course, should begin long before the final months of the senior high school year. It should begin early enough to give the student some knowledge of how peole earn their living and of the basic skills required in the line of work he thinks he may want to pursue, either following high school or following college.

This brings us full circle to the subject of this conference. Cooperative education leaders arrived at this conclusion years ago--at the turn of the century, when cooperative education was introduced. But although remarkable successes have been achieved, I'm sure those of you attending this conference would agree that little more than a good start has been made.

I would like to suggest approaches that might enhance participation in cooperative education.

First, cooperative education should be broadened to include professional and managerial jobs. CPA's, dentists, lawyers, office managers, and business and government executives should invite students to share their working environments. Cooperative education will never have more than limited success so long as it tends to exclude those jobs that hold the potential of leading to positions of influence in our society. Perhaps it is unfortunate that cooperative education didn't begin by giving college-bound students a first-hand glimpse of various professional careers.

I believe it must begin to do so now on a broad scale. This is happening in a few instances. Two examples are nearby: At Winston Churchill Senior High School in Montgomery County, Maryland, and the Towson Senior High School in Towson, Maryland. In these schools, career internship programs emphasize careers for college-bound students--for the obvious reason that 90 percent of their students enroll in a two-year or four-year college. The program at the Winston Churchill School is part of the career education pilot project funded by the U.S. Office of Education.

In a related effort to strengthen programs of cooperative education, the federal minimum wage should include a lower rate for teenagers. As the minimum wage rate rises, it closes doors to jobs for teenagers and strikes hard at low wage workers. We cannot legislate the value of an individual's labor. We can only legislate the minimum cost of the labor. The difference between value and cost is often the difference between employment and unemployment. Raise the minimum wage level beyond the amount an employer is willing or able to pay for a person's service, and the employer will do without his service.

The National Chamber has consistently urged the enactment of a "youth opportunity wage" to induce employers to hire more young job seekers. We recommend setting the minimum 20 percent under the applicable level for the first six months of employment. This will allow an employer to take a chance on a youthful, new employee so that minimal entry skills can be learned. And this limited duration would reduce the prospect that youths would displace adults--a common objection to a minimum wage differential.

Another measure that would improve the outlook for cooperative education and youth employment is the establishment of a year-round school year. It violates good sense to disgorge from our schools every job-seeking youngster during just one month of the year. Rather, there should be a periodic infusion during the course of the year.

The year-round school was first proposed about the same time as cooperative education--at the turn of the century. Little progress was made until the mid sixties. There are now over 100 school districts with some form of all-year program, and about 1,000 other districts are studying the feasibility of keeping their doors open throughout the summer.

Economic reasons were the initial stimulus for the year-round school, as enrollments climbed and school bond issues for new construction encountered increased resistance. But the year-round school offers other advantages, including an improvement in student employment opportunities for part-time work, as well as for the first full-time job on graduation.

I would also recommend that more complete and accurate job market information be gathered and disseminated among counselors and students.

Last year 200,000 teachers were graduated from college, but only 110,000 could find teaching jobs. This change in teacher demand could have been anticipated and widely publicized so that students would have had advance knowledge of employment prospects in their field of study.

The demand for skills changes continuously as new services and industries become established, and old ones fade. A few weeks ago the Census Bureau published "Occupation by Industry," a comprehensive report on how Americans earn their living, based on 1970 census data. The previous report was issued after the 1960 census.

As an example of the extent to which the job market had changed in 10 years, the computer field was not even listed in the 1960 report, but by 1970 almost a quarter million persons were working as programmers and systems analysts.

Timely information on existing and emerging jobs is obviously necessary if people are not going to be trained in job skills that are declining in number or becoming obsolete while other jobs go unfilled for lack of qualified workers.

Finally, there should be a demise of the separatism in education. Fortunately, the trend of bringing the school to the community and the community to the school began long ago--with the beginning of cooperative education. And just a few months ago the National Association of Secondary School Principals coined the expression "action learning" to emphasize the need for the practical and experiential, as well as the academic and cognitive.

There is also an increasing need for schools to assume a prominent role in job counseling and placement of its students. It seems only equitable that, if schools place college-bound students, they should also assist in placing those who are not going to college.

An example of linking the community and education at the higher-education level is the "university without walls." Thousands of mature persons can now earn degrees without leaving home and without giving up their jobs. The only requirements, generally, are that they be high school graduates and have a special talent for independent study and self-initiative. Credit is sometimes given for work experience that relates to a degree goal.

The challenge facing business is perhaps as great as it is for education. We readily endorse the concept of programs of work and education, but we less readily provide useful opportunities for these programs. In the business community we often hear that school officials don't want businessmen and other outsiders interfering in what they consider their professional domain. But this may not be the case; perhaps we merely like to think it is to rationalize our lack of involvement.

Last February, the National Chamber sponsored a National Conference on Career Education. Two school men attended for every businessman. And they expressed an earnest desire to work closely with business and labor. Many of those who attended have written to ask us to sponsor similar meetings at the State and local level to bring together representatives of industry and education to carry forward career education.

The initiative of school men in the past few years may have placed the ball in the employer's court. His response, or lack of it, will influence importantly the direction that education takes--and the ability of young people to take their place in the adult world.

The National Chamber is committed to serving as a constructive partner to our schools. We will work with State and local chambers to help plan conferences on career education and related issues. Chamber-sponsored college and high school business symposiums will be increased seven-fold in the next year. And I know the National Alliance of Businessmen is expanding its Career Guidance Institutes.

So education, business, and labor are at least moving in the right direction. Our presence here today attests that we recognize the challenges and have a strong interest in working together to meet them. I am hopeful that our response will be adequate to the task.

A PROSPECTUS FOR COOPERATIVE VOCATIONAL EDUCATION

Dr. William F. Pierce
Deputy Commissioner for
Occupational and Adult Education
U.S. Office of Education
Washington, D.C.

May I add my words of greeting to all of you. This is a most distinquished audience, one I deem it an honor to address. I am particularly pleased that we, as educators, have been rewarded with the attendance of so many interested representatives from business, industry, and labor. It goes without saying that you complete the equation for cooperative education. Without you and countless others like you throughout the country, we could not hope to find expression for the concept of cooperative education.

We meet, then, on this occasion to set in motion renewed understandings and commitments for a plan of education which uses the streets and highways as hallways to classrooms in shops, stores, offices, factories, and service agencies in the community. Through this meeting--and others which we hope will be stimulated in the regions and localities as a result of this conference--we seek to broaden the base of support for cooperative education.

Consumers of the products of the schools--and more specifically, vocational education, are employers. They represent the market for the output of vocational education; they along with organized labor are the critics, the supporters, and the bystanders of any current effort that directs the preparation of people for employment. Not enough of them have become intimately involved with the processes and products of vocational education. Their participation is now imperative if vocational education is to move favorably within the mainstream of career education. Their most direct participation with the schools is most evident though cooperative education; their contribution in this regard is one that only business and industry can make--a realistic environment for the refinement of realistic job skills.

Any plan which joins the forces of business and industry and the schools finds the chief beneficiaries to be the students themselves. But each involved segment also must see and receive benefits.

Employers benefit because they are able to tap a resource for future manpower needs. They are able to share in the development of personnel to fit the unique requirements for their enterprises. This observation appears to be confirmed by a study of effectiveness of

cooperative education nearing completion by the Battelle Memorial Institute for the Office of Education. They have found that employers favor applicants who have participated in a cooperative work experience program.

The benefits of cooperative education extend to the family of unions as well. We know of their concern regarding the employment of youth especially during periods of economic regression. We would hope that the union representatives, who are a part of this conference, will find constructive ways to deal with this very real concern. Be that as it may, we do believe that cooperative education is one way to support the interest organized labor has in developing educated workers who can command a favorable living wage. After all, the youth of today are tomorrow's union members. They deserve your encouragement and assistance. In many cases, union members will be the job-site teachers for students in a cooperative learning experience.

The schools benefit because they are able to offer a program which holds promise of something tangible upon graduation--much in the same way we have promised entrance into college which, in the minds of far too many people, represents the only tangible assurance the secondary schools provide. We, in the Office of Education, would hope to change this perception and school accountability through a reoriented curriculum of career education which would include cooperative education as a significant option for career preparation.

All of us then share in the desire to develop future workers who are not only able to perform satisfactorily on a job but have the educational background to take advantage of opportunities for greater employment responsibility and cope with occupational mobility as their work lives may demand. Such is the sum and substance of cooperative education.

As all of you know, cooperative education has been around a long time; it is not new; it is no longer experimental. The question now is, "to what extent shall we commit our talents and resources to cooperative education?" To pose it another way, "how far beyond our current effort shall we go with cooperative education?" And if we agree to a large scale development, what are the potential barriers and how shall we overcome them? Finding answers to these questions seems to me is what this conference is all about.

A partial answer to these questions, is currently being addressed through an Office of Education funded study of work education programs. This study "An Assessment of School-Supervised Work Education Programs," scheduled for completion in September, 1973, indicates the wide interest the Office of Education has in cooperative and other work education programs. Through this study, OE is examining the components of successful programs and is exploring with program directors, employers, and unions the feasibility of expanding these programs.

In order to better assess where we might go, it is well to know where we have been. Enrollment in cooperative vocational education is provided to us via the annual State reports. For the school year 1971-72, nearly a half a million students were enrolled in a cooperative program--459,614 to be exact, an all-time high! Five years ago, the extent of participation was 246,239. Six years ago the enrollment was only 186,953 which, when compared with the 1972 figure, represents a 146 percent increase. Significant, yes; but some would say this is not enough.

These figures may be encouraging, but a more illuminating picture emerges when this enrollment is compared with the total secondary and postsecondary vocational education enrollment. While cooperative enrollments have advanced, so has the total vocational education enrollment. Therefore, it is noted that the annual cooperative enrollment as a percentage of total vocational enrollment remained rather constant during the period 1967-1971, fluctuating between 7.3 percent and 8.6 percent.*

With the priority given to cooperative education in Part G of the Vocational Education Amendments of 1968, it appears that the percentage for 1972 has broken through the stable pattern and advanced to 9.2 percent. This seems to be in keeping with the lead time of three years needed to produce a change customarily associated with implementation of new educational thrusts.

It seems to me, therefore, that we are about to embark on a new threshold of business-industry-education cooperation through the means of cooperative education. I am personally enthusiastic about this because our society has tended to place a barrier between that which is learned in school and that which is learned outside of the school. Cooperative education serves to remove this barrier by combining two learning environments. We must recognize more consciously in our educational planning the fact that the transmission of knowledges and skills from one generation to the next is not totally within the purview of the schools.

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* Cooperative Enrollment as a Percent of Secondary (Grades 9-12) and Postsecondary Vocational Education Enrollment (excluding homemaking)

1972	5,006,204	9.2
1971	4,420,092	8.6
1970	3,975,623	7.3
1969	3,152,946	7.8
1968	2,906,691	8.5
1967	2,579,080	7.3

Let's recall for a moment the system used by the early Hebrews. Their apprenticeship system, similar in many respects to present-day cooperative vocational education, recognized the importance of education and work roles. Jewish boys went to school in the morning, where they were taught by rabbis, and spent the afternoon learning a trade from their fathers. In our present day of specializations associated with divisions of work in our society, youth have little opportunity to identify with work roles or even to develop concepts of work disciplines; indeed, it is not uncommon to find youngsters who are unable to describe the work of their fathers, and in this day, even their mothers. We wish to reaffirm, rekindle the significance of the contributions of those in the real world of work in behalf of today's youth. What better way can you as employers and employees safeguard the stability of our society by joining forces with our schools and helping our new generation to be constructive citizens.

When educators examine cooperative education they look at the work experience component as an important part of the entire educational process in which the student is engaged. When examined more closely in relation to vocational education, the work experience becomes a part--a vocationalizing part--of a curriculum whose objective is to prepare people for gainful employment. As used in vocational education, cooperative education has a special meaning; it is not a generic term to describe the multiple ways the schools make use of community resources.

Because I occupy the first position on the program, I believe it will be wise to review as briefly as possible, the nature of cooperative vocational education. Our experience in discussing cooperative education with various groups reminds us that before constructive activity can take place, it is best to know the rules of the game.

The text for this analysis comes from the guidelines for State Vocational Education Programs conducted in reference to Federal vocational education legislation. These guidelines represent one avenue an educator uses to arrive at his viewpoint of cooperative education. As expressed in the definition, one of the objectives of vocational instruction is to "prepare individuals for gainful employment." In order to organize a curriculum with this objective in mind, a program would of necessity include "instruction related to the occupation or occupations for which the students are in training; that is, instruction which is designed upon its completion to fit individuals for employment in a specific occupation or a cluster of closely related occupations in an occupational field..." Such instruction--and this is the important part--would include "classroom related academic and technical instruction and field, shop, laboratory,

cooperative work, apprenticeship, or other occupational experience." In other words, a vocational curriculum becomes vocational when one or more of these techniques or methods are used.

Perhaps it may be wise to indicate the remaining objectives for vocational instruction because the fourth option includes those programs which may include a combination of objectives. The other two are "to prepare individuals for enrollment in advanced or highly skilled vocational and technical education programs" and "to assist individuals to make informed and meaningful occupational choices." These instructional objectives may be met without a formalized occupational experience. However, a program which has gainful employment objectives, utilizing an occupational experience, may include one or the other of these other objectives. Which is to say, a cooperative vocational education program may have exploratory objectives if it includes instruction which upon completion will provide a salable skill for the enrollee.

Now let's return for a moment to the vocationalizing experiences which are used in vocational education. It is possible, and indeed it occurs, to utilize a community resource through a cooperative arrangement which is not in the mode of cooperative education. The most notable example is the concept of clinical experiences which is used primarily in the field of health occupations. This type of occupational experience involves no employer-employee relationship which, among other things, simply means that the students are not paid. Neither is the entrepreneur objective followed by students in production agriculture on their home farms descriptive of cooperative education. These forms of community-based experiences in vocational education are meritorious and they satisfy gainful employment objectives. For purposes of this conference, we wish to highlight the instructional strategy of cooperative education.

We are all aware of the multiple ways schools may use work experience and it may be useful to enumerate some. Undoubtedly each serves an educational purpose because we all know that learning is not confined to the four walls of the classroom. Some may appear to be cooperative education because each usually has one or more characteristics of cooperative education. These other types of work education may be grouped as (1) exploratory work experiences which are usually short in duration and a highly viable component within the framework of career education; (2) general work experience which usually is not tied to a program of vocational instruction and (3) work-study which is a term reserved to describe a program of financial assistance wherein public funds are used to provide wage payments to students who have work assignments with public employers.

Up to this point, I have endeavored to provide a backdrop for viewing cooperative vocational education as one type of work education. It is now appropriate to say what cooperative education is because through this understanding we will find the parameters for our work at this conference.

Cooperative vocational education can be defined in many ways, each using different words to say essentially the same thing, for example:

> "Cooperative vocational education is an interdependent combination of vocational instruction and employment related to that instruction."
>
> "Cooperative vocational education is an instructional plan which combines learning experiences gained through regularly scheduled employment in the community and vocationally oriented in-school instruction."
>
> "Cooperative vocational education is a purposeful blending of vocational instruction and employment which meet job preparatory objectives."

Cooperative vocational education is, therefore, a school-initiated and school-supervised program which involves persons enrolled in or brought back into the formal school setting. School, for our purposes, means any level of education, including community colleges and technical institutes.

To bring all this nearer on target, we in education look upon cooperative education as having certain identifying features and these help to clarify the functional aspects of this form of work education.

First, there is the identification of on-the-job training activities which become visible through a documented training agreement. If there is a weakness in cooperative education, it is in this respect. To be educational, the experiences in employment must be planned and structured to meet instructional objectives and student needs. Too often we see unstructured learning taking place; as contributing as that may be, this does not prompt educational efficiency even though the work performed has economic value to the employer. Educators, with the encouragement of employers and unions, must exercise greater leadership in establishing training plans which meet the needs and desires of each individual student.

The second identifying feature is "a schedule of regular employment;" that is, employment which is regularly scheduled as part of the total instructional plan. This employment provides the laboratory; it creates and maintains motivation, and it permits measurement of achievement. Earlier Federal regulations mandated that the hours of employment be an average of at least 15 hours a week with 8 hours on school time. The current regulations make no reference to required hours which in turn gives us a certain amount of desired flexibility in programming employment.

A third feature of cooperative education is "pay for work performed." There are many reasons why students must be paid in a cooperative part-time employment situation. For the student, it represents a tangible expression of the rewards of work. Certainly, it protects students from exploitation. It protects all parties involved from possible liability for student injury. Employers have been generous in complying with minimum wage provisions, generous in the sense that students are not polished workers and often are only partially productive.

The remaining feature I wish to mention summarizes the whole concept of cooperative education, at least from an educator's point of view, and that is "credit recognition for proficiency in on-the-job assignments." The provision of school credit for employment underscores the instructional purposes inherent in the cooperative method. While it is true that students leave the school environment for their laboratory experimentation and enrichment experiences, it is also true that the school exercises approval and gives direction to that experience through coordination and supervision.

It is both timely and appropriate to conclude with a word about career education. So much can be said about the infusion of the concept of career education into all of education that there is some danger in attempting a brief discussion of it. I am hopeful that nearly everyone in this room is aware that career education is not another name for vocational education, that career education is to find expression at all levels of education, K-Adult, and that the overall goal of career education is to allow no student to leave a formal school setting without a capacity to enter employment or to undertake further education.

We are confident that the American public will see the merits of career education--the remaking of education so that it will more appropriately satisfy preparation for a productive life, both in terms of earning a living and living a life.

Let me close by drawing this brief relationship: vocational education is an important part of career education and cooperative education is an important part of vocational education. Cooperative education, as a concept, stands ready to enter center stage. It's ability to perform is in your hands.

CRITICAL ISSUES IN COOPERATIVE VOCATIONAL EDUCATION

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It is indeed a pleasure for me to be a part of this conference and to share with you some of our thoughts which we believe will influence the further development of cooperative education in this country.

We, in this conference and all those who work in the field, are about to begin a great adventure--a venture which will give further expression and vitality to the concept of partnership between industry and education. While there are many ways in which the schools can and do involve the private sector in the affairs of education--we believe that the most consistent and broadcast involvement will be evident through cooperative education. We say this because cooperative education fulfills a significant role in preparing young people for their successful entry into the world of work. For many youth, cooperative education will be the capstone to their formal career education. For them, cooperative education will be the most secure bridge upon which they will rely for achieving active membership in the labor force.

I am particularly pleased to see so many businessmen and representatives from organized labor at this meeting. We look forward to your counsel and participation. If we truly believe in this partnership concept, it goes without saying that the parties to that partnership should be involved in planning the roles that each will be expected to assume. To be perfectly candid, we are at the crossroads in establishing a new posture for cooperative education--new in the sense of expanded participation of the employing community. Without your support and recommendations we, in education, must remain content with cursory acceptance, isolated enthusiasm and narrow response.

My purpose this afternoon is to sketch a number of selected issues which in our judgment must be examined in order to give positive expression to the conference theme, Expansion Through Involvement. These issues, in the main, are reflections of the papers presented by your able speakers this morning. Obviously, my list will not be all inclusive. Your response to these issues, as well as others you choose to consider in your action sessions, which, when disseminated to the States, will support a favorable climate for further development.

ISSUE #1: ROLE EXPECTATIONS IN AN ENVIRONMENT IN WHICH CAREER EDUCATION BECOMES A DEMAND AGENT FOR JOB PREPARATORY INSTRUCTION.

This issue relates to the interesting question, "How can the wide range of skill development needs of students generated by the career education system be accommodated?"

At this point in time there seems to be a potential dichotomy between resulting expectations among students who will make career choices throughout their years of schooling and the range of skill-training opportunities which will be available to them prior to their graduation. The issue is not necessarily related to size of school because no one school setting could realistically install a separate skill development course for every possible occupational interest. Even if this were possible, the types of interests expressed would tend to vary from one year to another thereby making committed resources unproductive for a period of time or entirely obsolete.

It is clear that the potential of career education to create demand for job preparatory opportunities will necessitate a major expansion of cooperative education -- as a most practical option -- in accommodating the ever-widening range of occupational interests being expressed by students in both secondary and post-secondary schools.

Without compromising the essential features of cooperative education, we look to you for practical suggestions in facilitating the vocational instructional needs and desires of students whose combined singular interests cannot support a continuing program of vocational instruction which is self-contained in the school.

ISSUE #2: PROVIDING READY ACCESS TO COOPERATIVE WORK EXPERIENCES IN ALL PROGRAMS OF VOCATIONAL EDUCATION.

This issue is related to the previous one; in this case, we are concerned about extending cooperative training opportunities to more of our present and projected programs of vocational education.

As you know, enrollments in vocational education are reported by instructional programs for each vocational service field. There are 116 identified classifications, each relating to a field of

employment: 7 in agriculture, 19 in distributive education, 15 in health, 5 in occupational home economics, 9 in the office field, 21 in technical education, 40 in trades and industry.

It was of special interest to me to discover that, for Fiscal Year 1971, a cooperative enrollment, with only one exception, was recorded for every instructional program -- 115 of them! We also found that this was true regardless of funding source; that is, each code area recorded both Part B and Part G enrollments. True, enrollments were not very large in several areas, for example, in Oceanographic Technology, Dental Hygienist, International Trade, Commercial Photography. The point I want to make -- and it is a positive one -- is that the educational and employing community has demonstrated that cooperative training can become an integral part of every program of vocational education.

The issue, however, becomes clear when we observe that the proportionate use of cooperative training among the principal vocational service fields has not changed significantly in recent years. Our track record showed for fiscal year 1969 (the year prior to Part G funding) a total cooperative enrollment of 230,229: 43 percent of the enrollment was in distributive education, 27 percent in office occupations, 20 percent in trades and industry. Only 4 percent was accounted for in agriculture, 3 percent in health, 1.5 percent in occupational home economics, .5 percent in technical and 1 percent in programs not readily identified with these reporting codes.

In fiscal year 1971, the cooperative enrollment, including those resulting from Part G, was 379,840, an increase of nearly 150,000. Yet, the distribution among occupational fields remained, for all practical observation, proportionately the same. Small advances did occur, however, in those minimal categories noted for fiscal year 1969.*

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* Cooperative Enrollment by Occupational Field

	1969		1971	
	Enrollment	% of Total	Enrollment	% of Total
Agriculture	9,115	4.	18,799	5.
Distributive	99,455	43.	143,295	38.
Health	7,671	3.	15,521	4.
Home Ec. Related	3,451	1.5	15,715	4.
Office	61,187	27.	86,609	23.
Technical	1,343	.5	5,195	1.
Trades & Ind.	44,954	20.	78,417	20.
Other	3,053	1.	20,160	5.
Total	230,229	100.	379,840	100.

Let me hasten to say, however, that we are not suggesting that those programs using cooperative training in a significant way reduce their efforts. We in fact applaud them for their long standing achievements in cooperative education and encourage their continued growth.

What, then, are the telling reasons for lack of emphasis in the other occupational categories? Surely, they are very real and compelling. But can we afford not to give students who have selected career goals in these areas, as well as in those curriculums which are limited to in-school shops and laboratories, the same option for cooperative training that is available to students in other fields of study? Your assessment of this question is requested. Your guidance, through your recommendations, will mean much to program decision makers throughout the country.

ISSUE #3: THE RELATIONSHIP BETWEEN COOPERATIVE EDUCATION AND APPRENTICESHIP TRAINING IN TERMS OF (1) THE PLACEMENT OF COOPERATIVE STUDENTS IN APPRENTICEABLE OCCUPATIONS AND (2) THE REDUCTION OF TIME SPENT IN A FORMAL APPRENTICESHIP PROGRAM BY STUDENTS COMPLETING A COOPERATIVE PROGRAM.

Because there is much similarity in the process of training new workers through cooperative and apprenticeship training, we must examine those conditions which will influence continuing positive relationships between the two. We know that in some places cooperative placements occur in apprenticeable occupations; we believe, however, that such placements are not extensive. If opportunities are denied -- for whatever reason -- then it appears that students who have made career choices in these fields must postpone their preparation until they have left the formal school setting. Not only does the situation handicap further expansion of cooperative training, it also negates some of the expectations we have for career education.

Related to this factor is the question of credit for cooperative experiences. In the past, there has not been a clear recognition of a student's experience in a cooperative program for purposes of applying these hours of instruction and employment experience for advanced placement in an apprenticeship program. In some cases, the experience gained in a cooperative program received no consideration, thereby forcing a repetitive learning

experience. The practice of granting credit for prior experience, however, is not new to many local joint apprenticeship committees but we do believe that such committees should have greater awareness of the cooperative vocational education programs operating in their jurisdictions.

Among the minimum training and administrative standards issued by the Bureau of Apprenticeship and Training of the U.S. Department of Labor is one related to credit for previous experience. Registered apprenticeship programs may grant, in behalf of an applicant, "credit toward completion of apprenticeship for applicable work experience, training, or demonstrated proficiency with commensurate wages." We would hope that this encompasses cooperative training because we believe that young men and women should be able to make a more rapid transition from school to an established career in an apprenticeable trade.

Further, we would encourage the type of policy statements which have been promulgated by the Construction Industry Collective Bargaining Commission. Their document includes model policy statements for consideration by national unions and contractor associations. Included are references to advanced standing credits for those completing a vocational course and the participation of labor and management on vocational education advisory committees concerned with the development of cooperative programs relating to the construction field.

While the issue appears partially resolved by these actions at the national level, the more important relationship at the local level remains less secure. As you consider this issue, please keep in mind the kind of recommendation which would encourage more local initiatives between joint apprenticeship committees and the local educational agency. We would encourage the establishment of policies relating to advanced standing for apprenticeship applicants who have completed a cooperative vocational education program as well as policies relating to the opportunity for placement of in-school youth in apprenticeable occupations.

ISSUE #4: THE QUESTION OF LIABILITY RESULTING FROM SCHOOL RELATED STUDENT INJURY IN OFF CAMPUS SITES.

Both schools and employers share in this concern. We cannot ignore the potential consequences of student injury, especially when this occurs in non-compliance of existing laws. To a degree, this concern serves to inhibit program adoption by schools and reduces participation of employers. Safeguards are needed and this can best be accomplished through education and a public information program.

The problem -- in terms of liability -- is not as acute to cooperative education as to other forms of off-campus activities because in cooperative education there is a bona fide employer-employee relationship. Students in a cooperative vocational education program as well as employers are protected by State Workmen's Compensation Laws; this is one reason why students in a cooperative program, as we have defined it for purposes of this conference, must be paid.

Legislation designed to protect young people from exploitation or from work which might impair their health or interfere with their education admittedly places restrictions on student employment. The Fair Labor Standards Act (FLSA) sets 16 years as the basic minimum working age for non-agricultural occupations in interstate commerce but bars workers under 18 years of age from employment in occupations stipulated as hazardous by the Secretary of Labor. The employment of 14- and 15-year olds will be discussed later.

Since State laws supplement Federal Legislation, employers are bound by at least two sets of regulations, and experience has shown that frequently employers are poorly informed as to what the child labor standards are. Many employers do not realize, for example, that only 5 percent of all jobs are covered by the Hazardous Occupational Orders and that, therefore, 16- and 17-year-olds may be employed in most occupations. If it is true that, because of their lack of knowledge, employers tend to refuse to hire students out of fear, then it becomes important to improve our communication procedures.

Even though a certain amount of protection is derived from our child labor laws, it is more important to undertake activities which will serve to prevent injuries. The Occupational Safety and Health Act of 1970 serves as a primary safeguard. The stated purpose of the Act is "to assure so far as possible every working man and woman in the nation safe and healthful working conditions and to preserve our human resources." Among the responsibilities of the employer is that he must keep his employees informed of hazards involved in the job.

We, in education, must also maintain our vigilance in emphasizing safety. It should become a part of the instructional program for every cooperative education student. One avenue for assuring this is through the training agreement in which the training plan would call for safety instruction both in the school and on the job.

Highlighting our mutual concern for the safety and well-being of our students who are using community resources for educational purposes will be one of the more important outcomes of this conference.

ISSUE #5: THE INCLUSION OF STUDENTS BETWEEN THE AGES OF 14 AND 16 YEARS OF AGE IN PROGRAMS OF COOPERATIVE EDUCATION.

As stated in the Child Labor Regulation 3, youth under 16 cannot be legally employed on school time. Consequently, cooperative programs in the past set the minimum age for participation at 16. While Regulation 3 may have influenced the age group served, it was generally accepted that the utility of cooperative vocational instruction was greatest just prior to entry into full-time employment.

Unfortunately, however, too many youth did not advance far enough in the educational system in order to avail themselves of cooperative education, In other words, they waited for their 16th birthday so they could leave what was for many of them an unrewarding environment.

Recognizing the incentives uniquely associated with cooperative training a concerned group of educators asked the Department of Labor to relax Regulation 3 in order to overcome the primary obstacle in developing a work-oriented education for this client group. Subsequently, the Department of Labor issued a temporary amendment to Regulation 3 in November of 1969. This amendment provided for the conduct of a Work Experience and Career Exploration Program, commonly referred to as WECEP, on a selective basis, for the purpose of evaluating the effects of school-supervised employment on this age group. The amendment remains in effect until August, 1973 by which time a decision will be reached regarding the perpetuation of the amended provision. Hearings on this regulation will take place next month. Mrs. Pinkett from the Employment Standards Administration of the Department of Labor, who has given leadership to this effort, is here with us and we will rely on her to answer any question you may have. In passing, let me say, that the Department of Labor provided no funds for these programs, and that to our knowledge all presently operating programs are funded from vocational education resources. As a matter of fact, Ohio and Illinois have given priority to WECEP-type programs in their expenditures of Part G funds. Incidentally, the WECEP program has all the features of a typical cooperative vocational program.

This, then, is a somewhat circuitous route to the issue at hand. Assuming that child labor laws are altered -- and we believe Regulation 3 should be -- to what extent shall be encourage the development of cooperative vocational education for persons aged 14 and 15? What should be the nature of instructional objectives established for such programs? To date such programs have been experimental; should they now become regular offerings? Career education suggests exposure to the real world of work during the exploratory phase. And, as we have come to know career education, one outcome of exploratory experiences during the middle school years is the achievement of elementary job skills -- those skills which might well support initial employment should the child leave school prematurely. It would appear that programs similar in objective to WECEP might be established as recognized cooperative programs.

As we have said, cooperative vocational education supports gainful employment objectives. We know, however, that even in the best of cooperative programs in the 12th grade, students' exploratory needs are being served -- therefore, it is a matter of degree of how much exploration occurs in cooperative programs at the 9th or 10th year, the 11th or 12th year, or the 13th and 14th year. The expectation is, however, that as maturity is gained in career development, students' career choices become increasingly stable at each succeeding educational level and less emphasis would be given to exploratory objectives.

Your discussion of the broader use of cooperative education, in terms of levels of education, will find receptive audiences for your concluding recommendations.

ISSUE #6: EXTENDING COOPERATIVE TRAINING OPPORTUNITIES IN UNUSUAL ENVIRONMENTS.

Unique problems in providing equal educational opportunities especially within the sphere of cooperative education, occur in rural and inner-city environments. This situation probably reflects the most severe operational problem confronting cooperative education.

One of the problems faced by a small school is the inability to finance and support a desired breadth of curricular offerings, especially vocational offerings. That note of reservation gives rise to high expectations for a cooperative training approach. It falters when community resources are examined for placement opportunities. A rural community, aside from a series of stores on main street, would at best have one or two major economic activities. Even larger school units located in areas removed from a center of business and industrial activity face a similar problem.

I hope that you will agree with me that the problem is not totally insoluble. A number of variations can be considered and indeed many smaller communities have made cooperative education work. The major adjustment is made in the scheduling of employment. These variations are possible: block cooperative training for seasonal or summer full-time employment, use of one training station by two or more students, reduce the number of days in a schedule of daily employment, arrange for employment in neighboring communities -- especially in search of specific training opportunities. In-school instruction also becomes a problem, but here again variations are possible. Perhaps in these situations, more reliance for the "how to" skills would be placed with the cooperating employer.

The inner-city situation, in many ways offers an environment in reverse. Businesses were there but they are now boarded up or otherwise victimized by conditions which create blighted areas. Not only are some of the remaining businesses unwholesome places for student placement, they are typically small and unable, economically, to provide part-time employment. Fortunately, urban renewal projects are bringing people and businesses back into such areas. But there are still thousands of youngsters who see in their surroundings very little excitement in the world of work. These are the boys and girls who would benefit most from a cooperative training opportunity, especially if such opportunities were provided in viable areas of economic activity.

When the authorization for cooperative vocational education was provided for in Part G of the 1968 amendments, such youth were uppermost in the thinking of Congress. States now have the resources to give priority to program development in areas having high rates of youth unemployment and school dropouts. Many of the schools I have just described would be in such areas.

Part G funds may be used to provide student transportation to job sites and certainly this represents one way to resolve the problem of limited placement opportunity.

We cannot hope to expand cooperative training if we do not give consideration to all areas of a city and State. Availability should not be conditioned by where a student happens to be going to school. Let's hope this conference will envision creative ways and appeals which will expand opportunities in these dramatically different settings.

ISSUE #7: SECURING A BROADER BASE OF SUPPORT AND PARTICIPATION BY EMPLOYERS AND THOSE WHO INFLUENCE STUDENT EMPLOYMENT OPPORTUNITIES, INCLUDING THE INCENTIVE OF EMPLOYER REIMBURSEMENT.

One could make the observation that the schools of this country and private industry are not well enough acquainted with each other. Too often schools organize and run job preparatory courses without consulting local business to learn about current methods and practices, and employment potential. Too often private industry hires and trains people without drawing upon the resources of the school. This results in the sort of criticism which points to outdated school vocational courses and inadequate industrial training programs. While such criticism is not totally valid, there is sufficient concern to suggest that cooperative education can be examined in terms of improving the effectiveness of career preparatory programs by blending the efforts of both school and industry.

How, then, shall the schools and its resources approach the larger community in search of greater employer participation? Schools, themselves, should be keenly aware of the necessity of working with employers and applicable unions while planning new and expanded cooperative programs. The extent of student participation is in direct proportion to available training stations.

Not only are we concerned with increasing the number of participating employers, we are also concerned that all students, including the disadvantaged and handicapped, have a chance for a successful initial experience in the world of work.

The provisions of Part G provide the public policy for expanded use of cooperative education. One of these provisions recognizes the potential need of employer assistance through reimbursement for added training costs. This is a totally new concept for the expenditure of public vocational funds and it is being tested for the first time with Part G funds only. If we seek greater accountability for the educational experiences provided by employers, there must be avenues to accomplish this. One of these may well be a financial consideration for the added efforts an employer must assume to help a student adjust and achieve in the work environment. To date, the response to employer reimbursement has not been great. Perhaps no more than twelve States have at one time or another used funds for this purpose. Perhaps the employers at this conference can help us put this concern in focus. Undoubtedly small businessmen are not well represented here so I would encourage you to keep in mind their reaction to reimbursement as an incentive for participation.

Again, what must be done to assure ourselves of sufficient employer participation in light of increased use of cooperative education?

* * *

These, then, are the seven issues selected for your consideration. There is not one of you in this room who could not name additional ones. Combined they could reflect one larger, single issue and it would be this: To what extent should cooperative education serve as a change agent for a system of education which seems to be impervious to the world of work -- to a system which in the words of Alvin Toffler in Future Shock embodies regimentation, lack of individualization, the authoritarian role of the teacher, and the rigid aspects of seating, grouping and grading. To be able to take a position on such a question, one would need to examine the diverse elements which make up the delivery system for cooperative education. That is what we hope to do with the issues I have just reviewed.

You will note that an issue relating to "who shall be served" is not specifically articulated. This was done intentionally because our student client group is very much a part of every issue. But let us make it clear that cooperative education should be guided by the principle of "selecting in" rather than the "selecting out" of students whose needs and wishes can be met by cooperative education. This means the gifted, the talented, the so-called regular student, the disadvantaged and the handicapped.

Some one has suggested that the education side of cooperative education teaches the alphabet and it is in the community laboratory setting where the student is able to put the words together. In like manner, I hope that I have presented the "alphabet" in such a way that you, in your action sessions, will be able to put the words together.

SUMMARIES OF CONTRIBUTING PRESENTATIONS

Mr. John R. Pinkston, Manager, Corporate Training, Texas Instruments, Incorporated spoke from the point of view of business in his assessment of cooperative education. He challenged the conferees to give consideration to the following:

1. In order to expand cooperative education, greater participation of large companies will be necessary. Educators must take initiatives to involve large industrial complexes and this will not be as easy as working with the smaller owner-manager enterprise. The professional manager in big organizations is more performance oriented and the educator must be able to relate on this basis.

2. Educators must understand that business is both profit and survival oriented.

3. Present students to employers, especially disadvantaged youth, in terms of their needs and be ready to follow students into places of business with counseling and coaching assistance. Do as much as possible the required clerical tasks for the employer. Think of the employer as part of the delivery system and provide whatever assistance and resources that might be available.

4. Help students understand a job, how to manage and use it so that it becomes a vehicle for developing problem-solving skills and a basis for continued career development. Show relationships between the job and education.

5. Prepare students for occupational change and the necessity for continuous education. Do not deliver students to a fixed job orientation, it may not exist five or ten years hence.

6. Discover ways in which the program of the National Alliance of Businessmen can enhance the service capacity of cooperative education. NABS has created five major program thrusts: Vocational Exploration in the Private Sector, Guided Opportunities for Life Decisions, Career Guidance Institute, College Cluster Program and Youth Motivation Task Force. Over 2,000 employers have been invoived in the GOLDS effort and their commitments can be extended to other educational endeavors involving their participation. Seek out NABS Metro Directors for assistance.

Mr. J. C. Turner, General Secretary-Treasurer of the International Union of Operating Engineers, AFL-CIO, reviewed four major aspects of cooperative vocational education which are of concern to unions. They are:

1. Cooperative education must be exactly that, a cooperative enterprise involving the joint and equal participation of education, industry and labor. The moment you start planning an educational program that involves putting a student on a job, you are dealing with something about which unions are very much concerned. Unions need to be brought in from the beginning of this educational planning. This conference itself is an excellent illustration of the way cooperative education should work but sometimes doesn't. The conference is the result of a cooperative planning venture involving the U.S. Office of Education, representatives of business and industry, and representatives of organized labor. The program of the conference itself has been designed as a cooperative experience, bringing together the thinking of all those major groups in our society and trying to find what we may be able to develop together. The conference is itself a model of what cooperative education should be.

2. The second point may prove to be a bit abrasive, but abrasive or not, it must be said. The consequence of putting students in jobs must mean that they are paid for their work. Wage rates are sometimes a sensitive subject between unions, employers and government. The Minimum Wage Laws and the Child Labor Laws did not simply come about by accident; they are the result of hard fought efforts to end vicious abuses of adults and children. I say again that organized labor believes in cooperative education, but we are not about to stand idly by and let it be used as the means of creating a pool of cheap child labor.

3. Another concern is the relationship between cooperative education and the general level of employment. Clearly, this method of education will only work in a full employment economy. This is a matter in which educators employers, and organized labor should share a common determination.

4. Another growing concern in the labor movement and the education community is the emphasis of career education. The relationship between career education and cooperative education raises a serious possibility that education as we have known it maybe turned into nothing more than a job training program. Education must be concerned with the whole person. It must prepare the person to be an intelligent consumer, a responsible part of a family unit, and an informed and effective member of the community, the nation and the world. There is more to education than simply acquiring sufficient skills to hold a job.

* * *

Dr. Paul W. Briggs, Superintendent of Cleveland Public Schools set his observations about cooperative education against two overriding expectations for American public high school education today: (1) to educate all of the youth of high school age and (2) to use the public classroom to deal with the social and economic problems of youth. His pragmatic analysis included:

1. A high school that is not geared to the two exit doors promulgated by the career education thrust is not performing its proper function. The traditional door to college must be there but the second door to job opportunities must be as large and as dignified and attractive as the original prep school design.

2. The influence of accrediting associations makes the dual-purpose high school difficult to achieve, but progress is being made.

3. Cooperative education is a dramatic example of how to make career education go beyond mere rhetoric. Career education can not succeed if the plan is reduced to showing students only the literature on the world of work.

4. By fulfilling the job preparatory needs of youth, the schools will be addressing the problem of poverty. All citizens need to be able to compete economically.

5. Cooperative education develops liaison with the outside world. Students who confront the professionals or the job group are afforded information that is quite different from what is found in the literature. Cooperative endeavors should be expanded to more fields such as science and journalism.

6. It is hoped that the day may come when cooperative education will be so universal that for many of our students we will not be absolutely certain at what hour or what day they have achieved academic proficiency and have been transferred over to the world of work. Cooperative education may well become the pattern to change public education.

Dr. Robert L. Bennett, Assistant to the Chancellor for Resource Development and Project Coordination, San Mateo Junior College District, described the consortium of five community colleges in San Mateo designed to expand training opportunities through cooperative education. The continuing challenge to the program coordinator is to match the many jobs available among the multi-million dollar laboratories of business and industry with the growing student demand for training positions. Cooperative education, at the postsecondary level, will become more significant as more and more of the students will undertake studies in cooperation with business, industry and civic agencies.

* * *

Dr. Edward R. Roberts, Director, Career Education, Santa Ana, California commented on education today and in the future as a backdrop for a slide-tape presentation on Santa Ana Unified School District's comprehensive work experience program which includes cooperative education components. The general theme running through his remarks focused on the excitement generated when learning is extended into the community. High school students want to learn from "real people" performing real "live" tasks and in Santa Ana training sites are readily available for the range of career interests expressed by participating students.

If career education has anything going for it, he said, the title is at least acceptable to almost everyone. Recognizing that vocational education is a part of career education, he suggested that we stop expending energies defending the old and get about designing a new delivery system to meet the varying student objectives which call for adequate preparation at different exit points in the total educational system. Everyone, sooner or later, will go to work whether that exit point is grade 10 or after eight years out of a medical school. Education, therefore, should deliver an employable product into society at every exit point.

Referring to a weakness, he said that education and industry cannot offer the broad based program of cooperative education if educators do not receive the support of unions.

He challenged the conferees to give priority to the placement function, including followup services. We can not afford to let any student enter the ranks of the unemployed. He suggested that funds be earmarked for this purpose.

GROUP REPORTS ON COOPERATIVE VOCATIONAL EDUCATION

ISSUE #1 - ROLE EXPECTATIONS IN CAREER EDUCATION

Principal contributors to the development of issue:
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Part I- Assessment of Issue

The major issue addressed by this group has to do with the expansion of cooperative vocational education to meet the student demand likely to be created by the full-scale implementation of career education. For the purposes of this group, career education is envisioned as a K-14 and beyond system which introduces youngsters to their options in the world of work; which permits them to explore and widen their options; which permits them through a wide variety of career preparation programs, to embark on a successful career of their choice; and which permits them to retrain or upgrade themselves both in keeping with the demands of technological change and in keeping with their own desires for greater self-fulfillment.

Vocational education is one means by which a youngster or adult may acquire the necessary skills to secure gainful employment. Within vocational education, cooperative vocational education is one method for the acquisition of employment skills. Cooperative vocational education combines in-school vocational and academic instruction with related on-the-job work experience. The following four components are deemed to be essential features of cooperative vocational education.

1. There is school approval of on-the-job training activities which becomes visible through a documented training plan and agreement between the employer and the school. Experiences in employment are planned and structured to meet instructional objectives and students needs.

2. Employment is scheduled regularly as a part of the total instructional plan.

3. It involves pay for the work performed by the participating student.

4. It provides school credit for the proficiency demonstrated in on-the-job assignments.

There is reason to believe that as youngsters are made aware of their career options and are permitted to explore them, both the demand for career preparation opportunities and the diversity of those demands will increase. Once a youngster or an adult has identified a career goal

which is in keeping with his/her interests and desires, then it appears essential that every possible avenue be explored in an effort to assist him/her in mastering the skills necessary for successful participation in that career area. This implies that a comprehensive career education program would necessitate a broad range of career preparation opportunities including cooperative vocational education and that cooperative vocational education must gear up both in terms of the range of possible community training stations and in the number of participants the programs are able to accommodate.

Among the aspects which must be considered in our effort to project the role of cooperative vocational education are the extent to which current cooperative vocational education programs can maximize their service to more youngsters in a broader variety of career areas, the extent to which cooperative vocational education can be expanded to new career areas, and the most desirable focus for new programs that are initiated.

When we compare the current status of cooperative vocational education against the breadth of the job preparation programs envisioned in the new career education thrust, the following factors should be acknowledged.

1. Cooperative vocational education, apart from being a useful method for the delivery of employment skills, has been espoused as a possible means for the expansion of vocational training options without the costs of duplicating the laboratories, equipment, and supplies of industry within the schools.

2. Cooperative vocational education programs currently serve only about 9.2 percent of the total secondary and post-secondary vocational education enrollment. Cooperative education opportunities for academic students and for general education students outside of vocational education are minimal if not nonexistent. Therefore, it can be estimated that at the secondary and post-secondary levels, only about 2.8 percent of the total school enrollment has access to school-supervised, instruction-related cooperative education opportunities. A comprehensive career education program would require vast expansion of cooperative vocational education.

3. Federally-reimbursed cooperative vocational education programs, because of the legal definition of "vocational" do not serve as a viable strategy for the career preparation of youngsters gearing for professional levels of employment.

4. Cooperative vocational education programs as previously defined and implemented have not generally been used widely as a strategy for the provision of career exploratory activities in business, industry, and the professions, even though this may have been a purpose for a given youngster.

5. In most instances, with the exception of programs in a few States, cooperative vocational education programs have served the job preparation role for a number of youngsters all of whom desired training in the same occupational area and have not accommodated the individual youngster who desired training in a different occupational area where the level of student demand would not warrant a specialized program.

6. While there are some cooperative vocational education programs for the disadvantaged and the special education student, these should be greatly expanded if we truly dedicate ourselves to the preparation of all youngsters for either employment or further education. The objectives of a program for these students should be clearly stated.

7. In the past cooperative vocational education programs have been concentrated in the trade and industrial (Construction, Manufacturing, and Transportation) occupations, the Marketing and Distribution occupations, and the Business and Office occupations fields. More recently programs are being initiated and expanded in the Home-Economics-Related occupations, the Agri-Business occupations, the Health occupations, and other Technical occupations. While pilot programs may exist, little ground work has been laid for broad-scale installation of cooperative vocational education programs in the occupational fields of Hospitality, Marine Science, Environment, Fine Arts and Humanities, Personal Service, Public Service, and Communications.

While it it acknowledged that it would be desirable to afford youngsters preparing for professional levels of employment with opportunities to begin their preparation in high school through active participation in business, industry and the professions, it is recognized that neither vocational education programs nor cooperative vocational education programs as currently defined in the Federal legislation could legally be expanded to accommodate such youngsters.

It was further felt that while similar arrangements as cooperative vocational education could be utilized to provide youngsters opportunities to explore careers, broad scale opening of current programs to serve this need could reduce the extent to which current programs serve gainful employment objectives. Since the success of cooperative vocational education programs has historically been judged by the successful employment of its youngsters upon completion of training in the field or in a related field for which trained, expansion to include exploratory objectives would require new measures of accountability. Such expansion would also require quite a different dimension to the preparation of coordinators. The in-school portion of a cooperative arrangement for exploratory purposes, for example, should probably include as much of a guidance focus as it includes occupational skill training.

Major barriers at the present time to the expansion of cooperative vocational education programs appear to emerge in the following areas: (1) the limited availability of qualified, full-time cooperative vocational education coordinators who have been trained in the methods and techniques of cooperative vocational education; (2) the identification and development of appropriate training stations in business, industry, and the professions which would meet the four previously defined cooperative vocational education essentials; (3) the current emphasis on an individually distinct cooperative vocational education program for each occupational area. This often precludes our ability to accommodate the single youngster who desires training in an occupational area for which demand from other youngsters does not warrant a separate specialized program; (4) limited understanding and support of cooperative vocational education programs by educational administrators, counselors, basic subject area teachers, and many vocational education teachers; and (5) limited understanding and support by business, industry, and the professions of cooperative vocational education.

Part II -- Conclusion and Recommendations

In reaching our conclusions and recommendations, we considered the following possible alternatives or solutions.

1. Expanding the focus of cooperative vocational education programs to include academic students gearing for professional careers, students who are still engaged in the exploration of careers and the identification of career goals, the disadvantaged student, the handicapped student, and the special education student. Barriers to this alternative have been discussed previously. They have to do both with the necessary changes in programs for the preparation of cooperative vocational education coordinators, the legislation, and the resulting blurred goals for the program and its ability to be accountable for results.

2. Expanding the availability of cooperative vocational education training stations by removing the requirement that students be paid for their time in business and industry while engaged in on-the-job training. Barriers to this option are numerous. Both educators (because of the incentive and the money-management learning opportunities) and labor representatives (because of the possible exploitation of young people by business and industry as well as the possibility of weakening child labor laws and minimum wages) are much opposed to this alternative. It was felt by some industries that they could vastly expand their training programs if this alternative were implemented. They expressed the feeling that

so long as businesses and industries are operating for the purpose of profit, they will be reluctant to: (a) pay large numbers of relatively much less productive employees at the minimum wage, (b) release full-time staff for training classes for which they are also paying the youngsters, and, (c) rotate youngsters frequently to a new training experience when each move results in lowered productivity. In this regard, opposition was not expressed within the group to the payment of employers for added costs of training from education funding sources so long as it may be shown that these youngsters have not been used by the employer to reduce the number of adult wage-earning individuals they would normally have kept on their payrolls and so long as the employer can prove the added costs of training. It is our understanding that the AFL-CIO strongly opposes tax credits as a method of reimbursing employers. They feel that this method is open-ended in a way that makes it impossible to establish the costs of training, it is beyond the control of Congress or the public school authorities and, in effect, it leaves control only to the Internal Revenue Service.

3. While the year-round school concept supported by Dr. Carl H. Madden in his presentation was not discussed as an alternative for expansion, neither was opposition expressed by members of the group. Based on this, it is felt this was not one of the very basic, crucial issues with which the conference dealt.

4. Adjusting schedules and practices followed by schools in supervising placement and instruction in order to allow alternative coordinative procedures that satisfy employer perferences in specific local situations.

Essentially, the group members dealing with this issue wish to reaffirm their belief that the four essential features of cooperative vocational education listed at the beginning of this report should not be compromised.

We recognize that the potential of career education to create demand for job preparatory opportunities will necessitate a major expansion of cooperative vocational education. Without compromising the four features or the continued opportunities for all cooperative vocational education students to participate in existing vocational student organizations, we wish to make the following recommendations and suggestions.

1. All higher education institutions engaging in the pre-service and in-service preparation of education administrators, counselors, and teacher should include as a required part of such preparation an understanding of vocational education philosophy, goals, purposes, methods and techniques -- including the methods and techniques of cooperative vocational education. These concepts should be taught both as they apply to the student electing to

enroll in vocational education programs and as they are related to the potential increased relevancy of the total educational system, including academic subject areas, to the world of work.

2. As decisions are reached on the expansion of cooperative vocational education programs both within currently operated programs and in new occupational areas, full-time cooperative vocational education coordinators should be employed who have had training in the methods and techniques of cooperative vocational education. In-service and pre-service preparation programs for coordinators should include among other aspects the child labor laws, the minimum wage laws and the workmen's compensation laws applicable to young workers. In addition, the implications that labor-management relations and existing apprenticeship practices hold for successful programs should be fully understood where applicable. Adequate physical facilities, equipment and instructional supplies should be provided for expanded programs.

3. As cooperative vocational education programs are developed and implemented for the disadvantaged, handicapped, and special education student or as these students are included in regular cooperative vocational education programs, objectives which are appropriate to their performance ability should be clearly stated.

4. Programs should be initiated and implemented at the State level, the University level, and the local level which will recruit and encourage promising young people to enter preparation programs as coordinators of cooperative vocational education.

5. In all stages of planning, implementing, and operating cooperative vocational education program it is essential that appropriate labor unions, businesses, and industries be involved in meaningful and productive ways. Where program articulation with operating or planned apprenticeship programs is desired, it is essential that the apprenticeship committees be equally influential in the development of curriculum and the designation of standards as are the cooperative vocational educators and the representatives of business and industry.

6. As State and local education decision-makers consider the focus of new cooperative vocational education programs to be initiated, priority should be given to "diversified" cooperative vocational programs which would permit the participation of youngsters in a wide variety of occupational areas, as well as the individually defined programs focusing on a particular vocational discipline. Such diversified training programs could cross all occupational

areas, with in-school related instruction being individually prescribed jointly by the coordinator and the on-the-job training supervisor. Such programs would also begin to contribute to the development of new on-the-job training stations in work arenas not heretofore offered in our traditional programs. As student demand increases for a single occupational area and training stations become more readily available, then it is understood that another individually defined cooperative program would be justified and recommended.

7. In efforts to expand the number of training stations available to cooperative vocational education students, consideration should be given to: (a) the development of flexible coordinative procedures to meet the needs of employers in local situations; (b) moving outside the home community of the school for the identification and development of potential training stations; and (c) the provision of flexible in-school instructional programs which would permit two more students to cover a full 40-hour per week on-the-job training station.

8. The group further recommends that in-school related instruction for each student participant be individually designed when his career goal is one which is not in common with the goals of other youngsters in a program. As an example, for the youngster whose career goal is to own and operate a nursery, in-school related instruction should cut across several, usually separated, vocational disciplines. Important to him would be, for example, certain segments of vocational agriculture, marketing and distribution, and business and office occupations programs. In keeping with this philosophy of individualized programs, it is conceivable that an academic discipline such as language arts may sometimes become the more appropriate in-school related instruction, when the career goal of the youngster emerges in a occupational area such as journalism.

9. As new cooperative vocational education programs are initiated, public relations programs should be undertaken which reach parents, labor organizations, business, industry, and the professions.

10. It goes without saying that increased funding will be essential in order to expand cooperative vocational education programs so that they can respond adequately to the demand created by career education.

In closing, it is the feeling of the facilitator of this group that we have reaffirmed our belief in cooperative vocational education as currently defined and operated and in its meaningful contribution to the preparation of our young people for employment. We have said that we feel current practices which have insured pay for youngsters, which have insured relevancy and currency of in-school instruction, and which have yielded a high

level of placement in the job or a related job for which trained should not be sacrificed in the interest of expanding our efforts to serve larger numbers of youngsters. It was the feeling of the group that it is preferred to serve well a smaller number of young people than to serve poorly a vast number of young people.

For the above reason, we have recommended that cooperative vocational education be expanded to new career areas and to larger numbers of young people including the disadvantaged, handicapped and special education student as rapidly as is possible without sacrificing program quality. It is further recommended that alternative programs to cooperative vocational education be developed to serve the purposes and goals of career education which are not job preparational in nature.

ISSUE # 2 - EXPANSION OF COOPERATIVE EDUCATION IN CAREER/JOB PREPARATORY CURRICULUMS

Note: This issue was considered by all conferees in their respective groups.

In effect, progress toward the resolution of all the other issues treated in this conference would result in expanded use of cooperative training across a broader spectrum of vocational curriculums.

Issue #1 examines cooperative vocational education in relation to its appropriate place within the concept of career education; therefore, many of the deliberations expressed for this issue are pertinent to the use of cooperative training in vocational education.

In creating a more favorable bond between cooperative vocational education and apprenticeship training, Issue #3 serves to increase the worthwhileness of cooperative training, especially among apprenticeable occupations.

By overcoming concerns for liability and safety and taking appropriate precautions related thereto, Issue #4 also serves to increase the use of cooperative training.

In clarifying the role of cooperative training in serving youth under 16, the treatment of Issue #5 suggests that cooperative experiences will be sought by those exposed to a work experience at an earlier age.

In highlighting priority development in rural areas and urban centers, Issue #6 sets the stage for more job preparatory opportunities through cooperative training.

Issue #7 recognizes a critical dimension for further expansion. With a larger cadre of participating employers, cooperative education programs will encompass a greater range of training opportunities and receive greater support from the community.

Some of the more pertinent recommendations impacting upon the further utilization of cooperative education in vocational education are summarized as follows:

1. All persons being prepared for vocational teaching should receive instruction relating to cooperative education. It is no longer appropriate to limit such instruction to those who have predetermined that they will become cooperative education teacher-coordinators. Cooperative training should be viewed as a possible method of instruction in every vocational education curriculum.

2. A range of organizational patterns should be readily available to accommodate local school conditions, and student needs. In addition to the more traditional approach where all students in a class receive instruction and part-time employment related to a common field of endeavor, alternatives such as the following should be considered:

   (a) Classes wherein only a portion of the students extend their training with a cooperating employer.

   (b) Classes which accommodate a range of occupational interests, commonly referred to as diversified occupations.

   (c) Modular scheduling of job-related information and counseling for those students who receive their basic job skills from academic subjects.

   (d) Varied time sequences for scheduling work experiences.

3. Plan consciously for the participation of disadvantaged and handicapped students with built-in performance objectives to assure their successful entry into the labor market or further education.

4. Discourage forced and limited cooperative placement opportunities due to existence of only one or, at best, a few programs having a cooperative training component. Further use of cooperative education requires extension of job preparatory curriculums impacting on areas heretofore not extensively covered, such as recreation, communications and media, public service, fine arts.

5. Consider the alternative of cooperative training in place of elaborately equipped classrooms and shops, especially in those areas where there is limited demand as expressed by either the students or local manpower conditions.

6. Make greater use of elaborately equipped classrooms and shops by rotating students into employer facilities when a level of competency has been achieved. In this way, more students will be served especially when more wish to enroll than can be accommodated.

7. Give greater attention to the involvement of employers and union representatives in planning new programs or improving present ones. The advisory committee probably remains the best organizational procedure for marshalling community support. Greater care, however, is needed to insure a satisfying experience on the part of members.

ISSUE #3 - RELATIONSHIP TO APPRENTICESHIP TRAINING

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This issue deals with the relationship between cooperative education and apprenticeship training in terms of:

1. The placement of cooperative education students in apprenticeable occupations.

2. The reduction of time spent in a formal apprenticeship program for students completing a cooperative program.

It appears that career exploratory and career training activities in apprenticeship training and cooperative education have similar processes. Both plans utilize the school to relate instruction to a particular occupation. A student-learner or apprentice performs on-the-job learning experiences in various occupations.

Although some cooperative education students may be employed in various apprenticeable occupations, others are excluded from participation due to regulations relating to apprenticeship programs.

Why the Concern?

The value of cooperative education has long been established. Empirical evidence has demonstrated time and time again that the cooperative plan has a good "track record." Realizing the value and success of cooperative education, makes it only natural to consider a recommendation that a cooperative education student-learner, who is enrolled in cooperative vocational education program, be allowed to be placed in "apprenticeable occupation." Further consideration should be given to the time spent in cooperative vocational programs to reduce, by the total number of hours, the formal apprenticeship time required under the apprentice training program.

How can it be done on a Federal level?

The Bureau of Apprenticeship and Training of the U.S. Department of Labor issues minimum training and administrative standards. Under their standards, a registered apprenticeship program may grant, in behalf of an applicant "credit toward completion of apprenticeship for applicable work experience, training, or demonstrated proficiency with commensurate wages."

Cooperative vocational programs providing similar experience and training in the community, when they are allowed under the apprenticeship regulations, should be considered by the U.S. Department of Labor as an integral part of the training process. Efforts should be undertaken to change the

language of previously mentioned standard to include a reference to competencies developed in a cooperative vocational education program.

This effort should be undertaken in coordination with a special "ad hoc" committee as an outcome of this conference and coordinated by the U.S. Office of Education, Division of Vocational and Technical Education.

Education's Relationship with Industry

The construction industry collective bargaining commission has promulgated model policy statements for consideration by national unions and contractor associations. References to advanced standing credits for those completing a vocational course encourages the acceptance of vocational education by the unions. Other industrial organizations on national, regional and local levels, that include many different apprenticeable occupations, should be communicated with to consider similar policy statements that provide an ease of transition from the school to the world-of-work.

Such a venture must be done on a Federal level, regional levels and respective state levels in order to make a total impact throughout the country.

Union Participation

Some unions throughout America have central leadership on a national level, yet they do not have a means by which blanket policy decisions can be implemented from the national to the "joint councils" at the local level because of a decentralization of power.

This decentralization of power that resides in the local control, makes it "a must" for cooperative vocational educators in the respective States to develop positive working relationships with "local joint councils" when considering the feasibility of:

1. Placing cooperative vocational education students as apprentices in particular occupations that are within a respective union's approval powers.

2. Allowing clock hour credit to cooperative students who enter an apprenticeship program.

Although the trend can be encouraged on a national level through the national union officials, it appears that similar efforts at the local level concurrently would provide a movement in a direction of having the various unions consider the previously mentioned proposals.

This means that a thrust on a national level, by a united effort of all cooperative vocational educators, would be ineffective unless the States developed target objectives to facilitate a united relationship between schools and the unions.

The inclusion of representatives from unions on advisory committees is recommended for all cooperative vocational educational programs. Their support and assistance is a vital link in the communication process that leads to a mutual understanding of the concerns of each other.

State Laws

Considering the other components of the apprenticeship program necessitates the inclusion of an analysis of respective State laws relating to the issue.

Federal laws may set certain standards for all States. These standards must be observed by the several States. However, each State promulgates particular statutes, laws and regulations that apply only to themselves.

Since two separate and distinct law-making bodies may enact certain legislation that relates to apprenticeship training, a problem exists. The problem is that no "national concensus opinion" can exist relating to the issue at hand. It is therefore a matter for State educational leadership to resolve as an intrastate issue.

ISSUE # 4 - LIABILITY CONSIDERATIONS

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The question of liability resulting from school related student injury is and should be of increasing concern to those responsible in any way with the conduct of cooperative vocational education programs. The very fact that liability has been identified as an issue for this conference serves to raise the level of consciousness concerning the safety and well being of students in the classroom, in transit, and in places of student employment.

In responding to this issue, the group recognized the significance safety and accident prevention as a deterrent to liability since liability is an "after the fact situation." As observed by Denis J. Kigin in the April 1972 issue of School Shop, "the best protection against the possibility of a damage claim is an established and well functioning accident prevention program."

The group felt that the issue should be extended to include liability resulting from adverse actions by the student at the work station which might result in employer liability, for example, damaging a customer's car at a service station or other acts resulting from negligence or misconduct on the part of the student learner.

The group agreed that the problem of liability is an overriding concern of the employer or potential employer since he is the one primarily responsible for the students' actions and welfare at the place of employment when an employer-employee relationship exists.

The group directed its attention to developing solutions to problems which would:

1. Reduce the possibility that an act would occur which would cause the employer to be liable.

2. Reduce the employer's responsibility to a minimum as an incentitive to participation in the program.

Eight problem areas were recognized and partial solutions were proposed:

1. Problem: The program coordinator who is uninformed about

   a. Federal and State Child Labor provisions
   b. Safety regulations
   c. Safety instruction
   d. Insurance coverage by workman's compensation
   e. Union contract requirements.

Partial Solution: Pre and in-service training by teacher education institutions utilizing the expertise of State department personnel, Department of Labor representatives, union representatives, and other appropriate persons.

2. Problem: The union and employer uninformed about specific objectives of the program.

   Partial Solution:

   a. Information package for employers and unions
   b. Direct involvement of advisory committees in the planning of the program

3. Problem: Inadequate insurance protection

   Partial Solution:

   a. Obtaining riders to existing insurance coverage for the student, teacher, and school system should be investigated by the school legal counsel.

4. Problem: Cooperative programs tend to vary in design, objectives, implementation, procedures and placement policies. This causes students in some cases to be placed improperly with respect to career objective, level of maturity and specified desired outcomes.

   Partial Solution:

   a. Highlight, through pre-service and in-service teacher education, the importance of helping students to set realistic career objectives providing cooperative placement in accordance with objectives and maturity levels.

5. Problem: Vague and sometimes verbal training agreements which are not clearly understood by involved parties.

   Partial Solution:

   a. Advisory groups representing business, labor, students, and school should create training agreements which include references to responsibility in areas related to liability and safety. The written training agreement should be signed by the student, union where applicable, employer, parent and coordinator.

6. Problem: Uninformed parents and students about expectations at the place of employment.

   Partial Solution:

   a. Parent-student-coordinator conference which relates to the program and expectations at the prospective place of employment. Discuss the employer-employee relationship and what it means in terms of liability.

7. Problem: Students who are accident prone due to their immaturity or misconduct.

   Partial Solution:

   a. Student insurance policy through school or parent
   b. Coordinator liability insurance
   c. Postpone student participation in program
   d. Employer liability insurance

8. Problem: Lack of safety instruction by the school and employer.

   Partial Solution:

   a. Make provision for instruction related to safety as a part of the training agreement
   b. Include in safety as a part of the vocational instruction received in school
   c. Hold joint discussions on provisions of the Occupational Safety and Health Act of 1970 (OSHA). Employers are required to keep all employees informed of hazards involved in the job

ISSUE #5 - PARTICIPATION OF STUDENTS UNDER AGE 16

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This issue seeks to identify appropriate participation of youth between the ages of 14 and 16 in programs involving part-time employment. Over the years Child Labor Regulation 3 has limited school-time employment to students aged 16 and above. Because it appears that the experimental program undertaken by the Department of Labor called WECEP (Work Experience and Career Exploration Program) will become a permanent and continuing provision of Regulation 3, it is timely to consider the place of cooperative vocational education in serving the 14-15 age group.

The basis for the group's conclusion on this subject grew out of discussions summarized as follows:

1. Instructional objectives need to be examined carefully. Since cooperative vocational education meets gainful employment objectives, it was felt that such objectives for youth in the earlier grades are premature. Additionally, the provision of vocational curriculums was viewed as a limiting factor.

2. Cooperative vocational education should not be used to find expression for those programs where prime objectives are other than acquisition of employment skills--for example, dropout prevention or exploration of careers.

3. The kinds of jobs available to 14 and 15 year olds are considered limited in terms of the range of possible career development interests.

4. Such youth typically lack competencies to support a continuing employment assignment; they are often physically immature for most work requirements.

5. Finding suitable employment on a cooperative training basis is difficult at best and unacceptable in times of substantial unemployment.

6. Employers may find it unrealistic to provide the time necessary to direct work activities of those completely new to a work situation.

7. By introducing alternatives for cooperative vocational education, there is the possibility of generating adverse effects upon established program initiatives.

8. It is conceivable that placement of such students may become disruptive to the general pattern of established opportunities for older youth.

9. In essence, the group did not deny the wisdom of introducing 14 and 15 year olds to real work environments but reflected the necessity of reserving the term "cooperative vocational education" to bona fide job preparatory programs.

The group concluded that cooperative vocational education programs, as defined for purposes of this conference, should not be extended downward to serve the 14 and 15 year old. The group, however, did support and therefore recommends that school-supervised programs of wage-earning work experiences, on school time, for this age group be fostered. Hopefully, such programming would serve as a feeder to the cooperative vocational education program, thereby minimizing the exploratory objectives now evident among many enrollees in cooperative vocational education programs. It appeared that local labor unions would be supportive of the conclusions reached by this group. In light of this discussion, it is evident that adequate communication among all participating persons and organizations is necessary to draw clear distinctions between the different types of work education programs envisioned for public education today.

ISSUE #6 - RURAL AND URBAN CONSIDERATIONS

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The installation of cooperative programs in rural and inner city environments requires special consideration. In order to maximize ready access to cooperative training opportunities in such environments, the group delineated the problem, made recommendations and offered suggestions for implementing the recommendations. The group discussion was briefed in chart form as follows:

Issue Analysis	Recommendations	Implementation Strategies
RURAL		
1. Limited finances	1. Two or more small school districts jointly employ one teacher-coordinator	1. Included provision for multi-district cooperation in State guidelines for local plans
2. Limited community training stations	2. Bus students to places of employment Pay students transportation costs Encourage "block time" programs Wider use of public employers	2. State develop an information piece about transportation costs, procedures, and alternatives
3. Limited curricular offerings	3. Bus students to area schools	3. Conduct a local survey to determine external resources available to expand curriculum offerings

4. Public attitude	4. Expand cooperative training to all occupational areas	4. Establish a cooperative education interest group from local and State, civic, professional, and labor organizations
	Cause the cooperative program to become an integral part of the economic development of the the community	
	Communicate values of cooperative education to future roles in society	LEA contact the local and/or State economic development commission
		Federal agency pull together information on exemplary projects relating to public information and disseminate it

Issue Analysis	Recommendations	Implementation Strategies
INNER CITY		
1. Involvement of labor unions in developing cooperative programs	1. Secure information about unions for distribution to educators	1. Invite labor union members to visit cooperative programs to gain improved understanding
	Have educators attend labor union meetings to explain cooperative programs	Encourage them to see related student organizations in action
	Involve labor at inception of programs	Labor organizations prepare and disseminate to cooperative education personnel materials explaining their objectives, structure, and how best to obtain support for cooperative education through their structure
	Include labor representation on advisory committee	

2. Development of the ability to cope with the obligations of a job	2. Insure that the ability to cope is included prior to the cooperative experience	2. Support the career education concept including funding of pre-coop classes RCU should retrive and disseminate information on instructional materials related to job obligations
3. Training programs for educationally disadvantaged youth who may be 16 plus in grades 9 or 10	3. Replicate or adapt such projects as Cleveland's "warehouse operation", sheltered workshops, special small work-education schools Cause area schools to serve those students	3. Identify local training programs and opportunities for those students Encourage labor and industry to provide jobs for those students
4. Flexibility	4. Conduct instruction in non-school settings Serve students who need to work full-time or limited part-time Utilize student contracts	4. Secure commitment of LEA to implement instruction to non-school settings through the utilization of facilities in various organizations and business LEA adopt schedules and programs to fit the needs of students rather than forcing students to adapt to existing programs formats

Issue Analysis	Recommendations	Implementation Strategies
INNER-CITY & RURAL		
1. Need for career orientation and exploration prior to cooperative training	1. Encourage implementation of the career education concept Include pre-employment instruction prior to the cooperative experience	1. Identify leaders by State and local Directors of Vocational Education and hold a benefits oriented meeting to develop strategies Federally, fund a project to identify, synthesize and disseminate curriculum materials. Include the dissemination of pre-employment training in teacher-education curriculum
2. Utilization of school plant and personnel	2. Implement summer cooperative programs Utilize non-degree staff	2. LEA issue 12-month contract. Federally, develop a list of alternative 12-month plans
3. Teacher-coordinator	3. Include counseling courses in teacher-coordinator professional preparation	3. State and Federal do a study to identify needed competencies in counseling as a teacher-coordinator
4. Locating and developing effective teacher-coordinator	4. Give priority in the local and State plan to personnel development Urge teacher education institutions to provide the opportunity for training in cooperative education Involve industry and labor in the training of cooperative education teachers	4. State Director of Vocational Education set priority with decisionmakers Call on labor and business to give legislative appropriation priority for training State and local agencies implement action for renewal of occupational experience of teacher-coordinators and teacher educators

ISSUE #7 - EMPLOYER PARTICIPATION

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Discussion

Employers generally need additional information about the goals and objectives of cooperative education.

Employers, union leaders, and community leaders who can impact on the decision-makers in business and labor generally are not involved in cooperative education decision-making, or in the planning process related thereto.

Unions operating in companies with strong union contracts generally lack information and understanding about the goals and objectives of cooperative education.

Too many students who are eligible and may be interested in participation in cooperative education programs generally lack proper preparation for entry into the program:

a. Should have early contact with successful images who could positively motivate the student to look at his or her relationship to the world in general and to "what he or she wants to do with his or her life" in particular.

b. Need proper career counseling from both teachers and counselors who are familiar with career goal setting process, types of careers available in the local labor market, and employer requirements for entry into the available or likely-to-become-available careers.

c. Must have encouragement and support from parents who themselves have an enlightened understanding of the career possibilities with their own community.

Cooperative education teacher-coordinators do not utilize available community resources in performing their job development function.

Classroom teachers generally lack a thorough understanding of the basic objectives of cooperative education programs and therefore are unable to correlate student work experiences with course activities. Classroom teachers also generally do not have a close working relationship with cooperative program coordinators.

Almost no attention has been given to the public image of cooperative education. The absence of positive public relations has resulted in only modest business and union participation in the program in most communities.

Total financial resources available for cooperative education programs from all sources are insufficient to provide a minimal experience to the additional thousands of students qualifying and desiring entry into the program.

In many jurisdications, employer reimbursement is a most important issue since available funds are used for other needs, i.e. professional salaries and transportation.

There appears to be no definitive national policy on achieving a broad base of support for cooperative education. This is essential since cooperative education may be viewed as a final step in the career goal setting process, i.e., the laboratory experience in which the student activity tests his tentative career choice in relation to acquired skills and interests.

Recommendations:

Expansion of the base of support, and thereby securing broader participation by business and labor, requires several immediate actions:

1. The convening of a national conference, perhaps a White House Conference, on national education priorities. Such a conference would have to include the top decisions makers in education, business, labor, private sector youth serving agencies, special interest groups such as NEA, AVA, APGA. One of the goals of such a conference should be recognition of cooperative education as an important element of the career education concept, as the final testing experience for the student who must have access to the broadest possible number of work sites in the community. An important outcome of such a conference would be an agreement by all participants to seek a definitive policy statement from their governing boards. The policy statements then could be used at the local level as a means of securing support and participation from local leaders of these national organizations, agencies, companies, unions and associations.

2. To help design, develop, plan, and coordinate Cooperative Education programs at the local level, top leaders from business, labor, education, government and the general community should be invited to join a joint industry-labor-education council, whose membership must be kept small. Composed to top-level executives and leaders,

this group would have primary responsibility for establishment of priorities and the identification of resources regarding cooperative education programs as well as other youth-oriented development programs.

3. A positive, hard-hitting sales campaign must be undertaken at both the national and local levels to secure business labor and community support for cooperative and career education.

4. Greater attention must be given to the proper motivation and K-12 counseling of students so that those eligible to move into a cooperative education program will be able to function more effectively in cooperative education.

5. Special programs to equip teachers, counselors and administrators with information and knowledge about the world of work and the career goal setting process are essential.

Specific Goals:

1. A National Conference

2. Local joint industry-labor-education councils

3. A national marketing/public relations campaign

4. Direct appeal to national associations, large corporations and the national unions for both immediate and long range support

5. Improvement of the preparation process of students so they will be properly prepared to enter a cooperative education experience

6. Retraining of teachers, counselors and administrators so they can more effectively function in the career goal setting process

7. Redesign of teacher education programs in teacher training institutions to meet the needs of career education

8. Effective cooperative education programming at a minimal level will require a major increase in financial support

9. Cooperative education must serve greater numbers of disadvantaged and handicapped students

EVALUATION OF CONFERENCE

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EVALUATION OF CONFERENCE

Dr. John K. Coster, Director of the Center for Occupational Education, North Carolina State University at Raleigh, undertook an extensive and judicious evaluation of the conference. The conference planners are indebted to Dr. Coster for his professional expertise and interest in delivering a comprehensive report which, in the interest of conservation, is presented here in summary form. The complete evaluation report will be available from the Office of Education, Division of Vocational and Technical Education, for a reasonable period of time and will be sent to interested persons upon request.

Introduction

The dual strategies of the conference--interpreted as being analysis and synthesis or convergence--served as the basis for the principal effort of the evaluation. In addition to examining the changes in behavior (knowledge, beliefs, attitudes) resulting from this primary focus, reactions to the conference itself were obtained.

To detect changes or tenacity of behavior which occurred during the conference, a form entitled "Perceptions About Cooperative Education" was administered at the beginning and at the end of the conference. The 25 items contained therein, each with five response choices, reflected the strategies and the goals of the conference and were analyzed in light of the clientele invited to attend.

The goals of the conference were:

1. To develop and improve relationships and support within education and among business, industry, labor, and government.

2. To consider cooperative education in terms of career education.

3. To explore critical issues in implementing cooperative education.

4. To develop strategies for the expansion of cooperative education programs.

The conferees were grouped into five categories:

1. State and local education agencies
2. Federal education agencies
3. Business and industry
4. Institutions of higher education
5. Organized labor

Major Findings Relating to Changes in Behavior

1. At the beginning of the conference, nearly three out of ten participants, including more than one-half of the representatives of business and labor, indicated that the principal value of cooperative education was career exploration. At the end of the conference, less than one-sixth of the total group selected career exploration with labor representatives making the more dramatic shift.

2. While most of the conferees described cooperative education as a method of instruction, there was no overall change in the response pattern from those seeing cooperative education as a vocational program, a career education program, a concept or a strategy for employment.

3. Asked whether the participants would have their children participate in a cooperative education program, the percent indicating "strongly encourage" and "encourage" moved from 65 to 86.6 with the greatest shift upward among business and labor representatives.

4. There was near unanimity on pre and post test reponses that there should be no restrictions on students permitted to enroll and that there should be no restrictions as to the occupations for which cooperative education is appropriate.

5. Lack of knowledge about cooperative education was viewed as the principal barrier to expanding cooperative education although some educators shifted their response to finances whereas business and labor conferees who checked "not enough people know what it is" increased from 35 to 60 percent.

6. While nearly half of the participants believed that full credit for cooperative employment should be applied toward apprenticeship, nearly all indicated some degree of recognition. However, labor representatives disagreed sharply regarding full credit whereas employers were more in accord.

7. Concerns regarding liability did not surface as a primary barrier to expansion of cooperative education

8. Some conferees indicated that "the labor unions are not interested in training students" in the inner urban schools but no member of organized labor checked this response.

9. There was nearly complete agreement both at the beginning and end of the conference that limited placement opportunities was the principal barrier to expanding cooperative education in rural areas and urban centers.

10. There was a definite shift from the majority of respondents checking age 14 as the earliest effective age for students to begin a program involving cooperative education at the beginning of the conference to a majority checking age 16 at the end.

11. There was little indication that subsidy in any form or degree to employers or union members is an effective strategy for increasing the base of support. As a matter of fact, there was a slight shift away from this strategy during the conference.

12. The principal barrier to achieving labor participation in cooperative education and therefore their support is the lack of involvement of labor in planning programs.

13. Employers and labor representatives remained adamant regarding "the failure of the public schools to establish contacts with business, industry and labor" as the chief barrier to education's participation in cooperative education.

14. Strategies which received greatest support for increasing employer and union participation included mounting a public information program directed toward business and industry and appointing labor representatives on advisory committees.

Overall Reactions to the Conference

A separate conference evaluation form consisting of 24 items was administered at the close of the conference. Upon analysis it was concluded that the overall reaction to the conference was generally quite favorable.

The major strengths of the conference were the speakers and the content. The respondents thought highly of the speakers, the written materials, the discussion groups, the direct attack on issues, and appreciated the diversity of opinion.

The major weakness of the conference seemed to center around the stated goals. While the goals were documented, it was apparent that they were not clearly understood or communicated effectively.

Summary

There were no dramatic behavioral shifts from the beginning to the end of the conference, but there was evidence of the beginning of improved communication among the groups. If the Division of Vocational and Technical Education can build on the findings generated, it may well make dramatic shifts in the acceptance and expansion of cooperative education.

The conference was favorably received by the vast majority of the participants. Aside from the criticism of the lack of clarity of goals and some relatively minor "housekeeping chores," there is very little to criticize. The goals were somewhat global and difficult to comprehend. The planners could have stated that they wished to examine the barriers to expanding cooperative education, which they did examine with great effectiveness.

GSA DC 74-7362